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COORDINATION OF PROGRAMS FOR MIGRANTS, WORKING PAPER FOR
NATIONAL MEETING ON MIGRANT PROBLEMS.

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TITLE III-B OF THE ECONOMIC OPPORTUNITY ACT OF 1964 AND
TITLE I OF ESEA REPRESENT THE FIRST MAJOR FINANCIAL EFFORTS
DIRECTED TOWARD THE PROBLEMS OF EDUCATING MIGRANT CHILDREN.
OEO HAS ESTABLISHED LITERACY CENTERS FOR ADULTS, AND MADE
VOCATIONAL TRAINING AVAILABLE TO MANY MIGRANTS. THE STATE
DEPARTMENTS OF EDUCATION, WITH MONEY FROM ESEA, HAVE BEGUN TO
DEVELOP, COLLECT, AND DISSEMINATE MIGRANT EDUCATIONAL
MATERIALS, AND IN A FEW INSTANCES HAVE INITIATED INTERSTATE
COOPERATION, WHICH IS A DEFINITE REQUIREMENT IF MIGRANT
EDUCATION IS TO BE SUCCESSFUL. FURTHER EFFORTS SHOULD BE
DIRECTED TOWARD THE ORGANIZATION OF A NATIONAL NETWORK OF
MIGRANT EDUCATION CENTERS WHICH WOULD HAVE AS ITS OBJECTIVES
THE FOLLOWING--(1) COORDINATION OF ALL MIGRANT PROGRAMS, (2)
EXTENSIVE EXPERIMENTATION IN MIGRANT EDUCATION, (3)
DEVELOPMENT OF INSTRUCTIONAL MATERIALS, (4) TRAINING AND
RETRAINING OF TEACHERS OF MIGRANTS, (5) TRAINING OF MIGRANT
AIDES, (6) TRAINING OF MIGRANT SPECIALISTS, (7) PROVISION OF
CONSULTANT ASSISTANCE, AND (8) THE EVALUATION OF THOSE
PRESENT AND FUTURE MIGRANT PROGRAMS WHICH RECEIVE FUNDS FROM
STATE AND FEDERAL SOURCES. (ES)

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COORDINATION OF PROGRAMS FOR MIGRANTS
WORKING PAPER FOR NATIONAL MEETING ON MIGRANT PROBLEMS*

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Introduction

The migrant farm worker has for too many years been the invisible American, the resident of many States and often a citizen of none. For too many years the migrant has been ignored and neglected by Americans who have used their imagination, ingenuity, and conscience to improve the lot of other disadvantaged groups. No one knows just how many migrants there are, but the National Committee on the Education of Migrants estimates that at least 150,000 migrant children make the trek from south to north and back as their parents follow the harvests in search of work on one of the three main migrant streams in these United States.

Until just three years ago very little, if anything, was known about the migrant and his family. Moving from one community to another the migrant child seldom made friends or formed ties to a school, teacher, or classmates. The migrant child was just as apt to be found at work in the fields or babysitting for his brothers and sisters as he was to be found in school.

The fact of migrancy not only handicapped the migrant children and parents but compounded the difficulties of the teachers and the school. Irregular arrivals and departures of unspecified numbers of children causes untold teaching problems. Unless these fluctuations in enrollment are planned for, and additional

*Prepared by Dr. Herbert Wey, Consultant for Migrant Division. Prepared at Request of John Hughes, Director, Division of Compensatory Education.

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staff, teaching materials, and know-how are made available, the problems multiply. Teachers inadequately prepared to meet the needs of these children can produce tragic conditions for both the migrant children and for children in permanent residence.

Past Efforts

Although some efforts had been made by the health agencies, vocational education groups, and by some State departments of education, it was not until 1964 that the leaders of this country began to come to grips with the migrant problem. Title III-B of the Economic Opportunity Act of 1964 and Title I of the Elementary and Secondary Education Act under the Office of Education were the beginning. These two agencies were given the responsibility of establishing programs for the migrants, and funds were appropriated to make this possible.

With the limited funds available and in spite of the lack of knowledge about the know-how of working with migrants, an excellent start has been made. O.E.O. has established literacy centers for adults, and made vocational training available to many. The State departments of education, with money available under Title I (of ESEA) have:

1. Started to develop materials particularly relevant to the educational needs of migrant children;
 2. Started programs for training teachers and migrant teacher aides;
 3. Begun to collect information about migrant children in an effort to meet the needs of these children through new and different instructional techniques; and
 4. In a very few instances, initiated interstate cooperation.
- (Interstate cooperation is a must if the educational program

for these children is ever to reach a significant level of success).

Much has been accomplished but there is a long hard road ahead if migrant children and their parents are to have the same opportunities which are afforded other American citizens. The additional funds being allotted under the Amended P.L. 89-10 ESEA Act of 1968 and the increase in funds of other agencies now makes it mandatory to launch a concentrated and coordinated attack on the problems of migrant education.

Purpose

It is the purpose of this paper to present a long-range plan to make this attack possible and to present suggestions for action in relation to the immediate concerns of the Title I Staff of ESEA.

This working paper recommends the organization of a national network through the establishment of major centers, similar to one now operating in Texas, which would have as its goal the following:

1. Coordination of all programs related to migrants.
2. Extensive experimentation in program development in this area and the dissemination of the results of these efforts.
3. Development of instructional materials for use with migrants.
4. Training and retraining of teachers for work with migrants.
5. Training of migrant aides.
6. Training of migrant specialists such as master teachers, visiting teachers, and diagnosticians.
7. In cooperation with State educational agencies furnishing consultant help to individual school systems in relation to migrant problems and the preparation of plans for special programs for migrants.
8. Coordination of the programs of different States involved in the migrant streams through State educational agencies.

9. Evaluation of present and future migrant programs receiving funds from State and Federal sources.

LONG-RANGE PLANS

It is recommended that the State departments of education and the United States Office of Education establish major migrant centers for the purposes of program development, dissemination, consultative service, and evaluation of present and future programs of migrant education. These centers, in cooperation with State educational agencies, would have the additional responsibility for developing a program of interstate cooperation involving coordination of all education programs for migrants. These centers through inter-center coordination would serve as a basis for a national network designed to deal with the problems of migrant education.

The centers would be located in the States which are considered the home base for the majority of the migrant workers. Funds for the support of these centers would come from the monies allotted to the States for work with migrants under the (ESEA) Title I.

Initial Activities

The initial activities of the center would be:

1. Planning conferences for the State coordinators of migrant education for the purpose of discussing common problems and their possible solution, discussing ways the States could share teaching personnel and teaching materials, discussing cooperative procedures such as sharing student records;

2. Planning conferences of local educational personnel involved in migrant programs for the purpose of sharing ideas, discussing and writing proposals for new programs, and publicizing the consultative resources of the center;
3. Bringing together in one place the information now available concerning migrants;
4. Publication of newsletters or bulletins to inform all concerned of new developments and promising practices;
5. Working cooperatively with State educational agencies to make available more consultant services to local units.

Long-Range Activities of Center

The long-range activities of each center would include the continuation of the initial activities as well as the following:

1. The synthesis of findings from research designed to find out where the migrants go, the nature of their aspirations, the extent of their abilities (both children and adults), how some of their attitudes may be changed and the development of special projects and/or procedures to supplement these data and to discover what is actually being done for the migrants.
2. The establishment of training programs for administrative and supervisory personnel for migrant teachers, migrant teacher aides, and migrant specialists.
3. The development of instructional materials, both group and individualized, for work with migrants.
4. The development of pre- and post-test instruments to evaluate the success of migrant programs for children and adults and instruments to evaluate

the training programs for educational personnel.

Staffing the Centers

1. Director - This person should be one who has already developed an expertise in the area of migrant education and one who has administrative ability.
2. Assistant Director -
3. Program Development Specialist - A person who has a background in research and experience in directing developmental programs designed for the improvement of the quality of instruction.
4. Full-time staff consultant with proven competency in the areas of curriculum and instruction.
5. Full-time staff consultant with psychological background - one who has expertise in diagnosing the abilities and needs of children.
6. Full-time staff consultant with expertise in communications, especially in the area of English as a second language.
7. Full-time staff consultant with expertise in the training of teachers with special know-how in the area of sensitivity training.
8. Full-time staff consultant with background of training in sociology and preferably experience in social work with migrants.
9. Four to six doctoral students with backgrounds of experience in migrant work.
10. Four full-time secretaries.
11. Additional staff to be added on temporary basis as consultant project directors as program activities of the center are expanded.

Location of Centers

1. Centers should be located in major resident States and preferably in the area of each State where the most migrants reside.
2. The centers should be university based or in a laboratory location where university personnel are readily available. Cooperating universities should have advanced graduate programs.

Financing the Center

Initially, each center would be funded by a contract with the appropriate State department of education out of funds allotted for migrants under Title I of ESEA. It would be expected that as the program of each center expanded, funds would also be sought from O.E.O., and from other programs of OE such as Title III of ESEA.

Center Coordination

It is expected that the work of the centers would be fully coordinated, resulting in a national network for migrant education. This would necessitate regular meetings of the staffs of the centers and representatives of State educational agencies involved.

Building Needs

Such an undertaking would necessitate the renting of building space. This building could be located in the center of one of the migrant concentrated areas or on the campus of a university, if the center is university based. The building would include space for:

1. staff offices
2. a human development laboratory for training diagnosticians, teachers, and counselors

3. curriculum development space
4. small demonstration classrooms with one-way mirrors
5. workshop space area including a multi-media center
6. library and materials center space
7. large classroom space to seat 100 to 150 teachers.

Immediate Concerns

There is an immediate need to evaluate or at least survey present programs for the migrants being funded under (ESEA) Title I, to furnish States and local units with consultant assistance as they prepare new programs for migrants under Public Law 89-10 as amended.

BRIEF DESCRIPTION OF MAJOR GOALS OF THE PROPOSED MIGRANT EDUCATION CENTER

There is a need for a national network dealing with the problem of migrants. It is proposed through the centers to develop such a national network dealing with all of the problems of migrants such as education, health, and employment. A brief description of the goals of each center follows:

1. Coordination and Cooperation Among States and Programs

Past and present programs for migrants are lacking in at least one important aspect. There has been little nationwide communication among groups dealing with the problem. An important goal of each center would be to investigate and establish appropriate means to maintain communications and cooperation between all States and individual programs for migrants. The centers would serve as clearinghouse for information and materials relevant to the migrant program.

The centers which perform the functions of fostering coordination and cooperation among States would disseminate as quickly as possible available information. In order to consolidate activities and accelerate communications about migrant programs, the center would initiate projects to bring together representatives of the school systems, State educational agencies, colleges and universities, Federal agencies and programs, and other interested persons. Through project, conferences, seminars, workshops, publications and other relevant activities the most effective paradigm can be identified and exploited to achieve this and other objectives of the centers. Possible developments might include a national steering committee, a newsletter and/or a clearinghouse report, a series of conferences (local, State, regional and national), representation at national professional meetings, exchange program for staff members and visiting consultants, and the application of information technology to the processing, storage, retrieval and dissemination of information.

The center would encourage the different States to share their ideas as well as their teaching staffs, and would set up a communication system which would make it possible for the school people in the field to have more information on the individual migrant. Making use of the migrant teacher who works with migrants during the wintertime in Florida to assist with the summer migrant programs in the Eastern States during the summertime is one concrete example of what can be done. Already underway is the traveling record which is being given migrant students and the centralization of a copy of these records in each State Department. This program should be further expanded and strengthened.

2. Training of Personnel for Work With Migrants

Each of the centers would be deeply involved in the training and retraining of personnel for work with migrants. Essentially three categories of personnel are necessary for work with migrants. The first category, general, includes students in preservice education who are preparing for teaching in migrant communities. The second phase of the general category is inservice and on-the-job training. The second phase is for educational personnel who have a background in education but will need to further develop their competencies for dealing with the educatory problems peculiar to migrant children. The second category, specialist, will include master teachers, diagnosticians, and language development teachers (language arts teachers - LAT - and English as a Second Dialect Teachers - ESDT). The LAT and ESDT instructors can be classified as one type of specialist in the beginning phases of this program but will undoubtedly become two as the program develops and expands. The third category deals with the training of teacher aides. The outline of the aforementioned personnel follows:

I. General

- A. Preservice
- B. Inservice

II. Specialists

- A. Master Teachers
- B. Diagnosticians
- C. Language Development Teachers
 - 1. Language arts teachers (LAT)
 - 2. English as a Second Dialect Teachers (ESDT)

- B. Visiting Teachers

III. Aides

- A. Teacher Aides

General

Students in preservice programs in colleges of education near migrant camps would be given the opportunity to do tutorial work with migrant children in the schools or camps (as this work fits the professional courses students take) and teacher aides and student teaching in schools having migrant children. In addition, teachers in the specialist category would be encouraged to come to the university classes to talk and work with students preparing for the teaching profession.

A program of instruction would be set up for inservice education of teachers in the migrant schools. While much of this would be on-the-job training, the teachers would be given time off from their classrooms to attend instructional sessions at the Migrant Education Center and be paid a stipend to attend on Saturdays and other designated days. This instruction would include guest speakers, developing multi-media projects and other types of training designed by the Center director and staff necessary for developing instructional competence.

Based on the information now available concerning migrant programs there is immediate need for retraining of teachers and the increasing of instructional personnel in classrooms containing a large percentage of migrants. Staff members of teacher training programs now underway find that teachers need to have a better knowledge and understanding of the migrant child and the society from which he comes, need to change their attitudes toward these children, need to learn how to diagnose the abilities and needs of each migrant child, and need to develop new approaches in teaching this child. Teacher training programs have met with some success in all of these except diagnosis. Teaching a class of 28 to 30 leaves little time to do the individual diagnosis that it takes for each new migrant child

who shows up in the teacher's class. Some training programs are now omitting this phase of training for all teachers and are requesting a specialist or a master migrant teacher who would do the diagnostic work and then assist each child with orientation into the different teacher's classes. If this is the best way to handle this phase of the migrant program then each center will have to design programs to train these specialists because they are not now available.

Specialists

Master Teachers would be selected to head teams of specialists in the schools which get the greatest number of migrants. The Master Teacher would coordinate the team's work with teachers, inservice teachers and preservice teachers. The Master Teacher would work in the schools at the direction of the Center Director of his designated representatives.

Because migrant children come and go at inopportune times, it would be necessary to have teachers trained as diagnosticians who could quickly ascertain the strengths and weaknesses of children in the schools. The diagnosticians would then follow the children to the classrooms and work with the teachers to give the children the greatest help in the short length of time they might be there.

Language development teachers would work with teachers and also take small groups of children aside for language arts instruction which is so crucial, especially in the early years. Because migrant children present so many diverse dialect problems, the teachers of English as a second dialect would work with the classroom teachers, language arts teachers, and children to help develop competence in Standard Dialect.

The visiting teacher would coordinate the efforts of the school, the Center's team, and the migrant families. His function would be primarily educatory. This could mean holding classes in the camps until children were brought into the school.

Teacher Aide

The training of auxiliary school personnel involves the preparation of the nonprofessionals and the teachers and other professionals with whom they would be working. Socioeconomic and educational forces of the past several years have contributed to the mushrooming of such employment and to crash programs for the development and training of teachers aides. Consequently, the roles, functions, training and institutionalization of auxiliary personnel have not always lead to the hoped for results.

The first task will be to assess the results of the pilot projects and programs which have been completed or are underway. These results should serve as a basis for defining the roles of teacher aides and developing a rationale for the utilization of such personnel in appropriate settings. Role definition and development would involve such functions of teacher aides as: instructional, technological, public relations, administrative, monitorial.

The training program for teacher aides would include an orientation phase which would lead to a preservice program. The trainees would then move to an inservice program. The training program would involve a practicum, formal instruction, informal workshops, supportive services, training of trainers and supervisors, institutes, and other such activities as needed. It would be expected that acceptance of the teacher aides as para-professionals, rather than as clerks or babysitters, would lead to programs which provide the opportunity for upward

mobility. Higher education, on a work-study basis, could lead to aides moving through a planned sequence of experiences to achieve the position of a credentialed teacher.

Built into the design of the programs would be a plan for internal and external evaluation. In addition, follow-up and supportive programs would need to be designed to aid in the instructionalization of programs in the local educational agencies.

3. Development of Instructional Materials For Use With Migrants

Over and over teachers and other school persons working with migrant children say that the materials furnished them for use with other children are not always appropriate for use with migrants. In addition, these same teachers say that the teaching techniques used in the regular classroom have to be revised and/or adjusted when the migrant children appear. This necessitates the development of new instructional materials and in many cases means a complete curriculum revision in those schools which enroll a large number of the migrant children. The development of instructional materials must be preceded by a comprehensive research program which would result in the development of behavioral objectives for these children. Then, based upon the behavioral objectives that the teachers want to achieve, the instructional materials would be developed.

Such work has already started at Florida Atlantic University in Boca Raton, Florida, and in other States such as Texas, California, and Michigan. The first step in such a program would be a pooling of the information that is already available concerning the construction of instructional materials and then with this information in mind a comprehensive program should be developed to speed up and strengthen the availability of instructional materials for teachers who work

with migrant children. In order to eliminate duplication it is quite possible that different centers around the country could undertake the development of certain instructional materials for children at certain levels and then share the materials.

4. Evaluation of Present and Future Migrant Programs

The staff of each of the migrant centers with the help of outside consultants would assist the State departments of education and the U.S. Office of Education with the evaluation of programs that are currently being carried on for migrants. In order to do this the criteria for the funding of such programs would have to be carefully studied and then evaluation techniques to measure each criterion would have to be developed. This would necessitate the evaluation of each program in terms of the criteria on which the program was awarded. Thus the evaluation committee would have to take a look at the objectives of the program and then, based on the objectives of the program, develop evaluation techniques to see whether or not the objectives had been achieved. The evaluation teams would not only be held responsible for determining whether or not the program had been successful in terms of its objectives but also to determine whether or not the original objectives of the program were sound ones. It is quite possible that the evaluation team might find that the original objectives of the program had been met successfully but the program still was not a high contributor to migrant education because of the wrong objectives to begin with.

5. Program Development

Program development activities of each center should be considered integral and complementary to all other aspects of the program. The thrust of such action would be directed into three basic channels which may be tentatively labeled (1) Initial Survey (2) Quasi-Experimental Research and (3) Development of Measure-

ment Instruments. Although these three channels or phases are not really independent since each will overlap the other two, they will be discussed separately in the paragraphs that follow.

1. Initial Survey. The first and immediate goal should be a comprehensive survey of the present status of the phenomenon known as the "migrant stream." The sociological and economic factors that impinge upon the lives of the migrant families should be investigated thoroughly. The physical characteristics of the migrant system as well as the psycho-social characteristics of the migrant himself should be examined in some detail. A complete examination of current programs in the four States which comprise the "home" of the majority of migrant workers of the United States should be conducted.
2. Quasi-Experimental Research. As new programs for training teachers, aides, and migrant specialists are developed, there must be a systematic procedure for evaluating their effectiveness. This would involve quasi-experimental design of studies which would provide immediate feedback of information as the various aspects of the overall program of migrant education progresses. Follow-up procedures and the case study approach would also be utilized in determining what happens to individuals whose lives are touched by these experimental programs.
3. Development of Measurement Instruments. Another integral part of the program would be the development of suitable instruments for use with migrant children. It is obvious that this phase of the program will overlap to a considerable extent with the other two, since success in those areas will depend upon the wise selection and efficient development of instruments, would be the determination of the aptitudes, interests, and aspirations of both children and adults.

The dissemination of information from the program development activities of each center is of paramount importance. Toward this end, bimonthly research reports in the form of newsletters would be printed regularly and mailed to all personnel involved in migrant education.

6. Consulting Activities

Each center would include on its staff five full-time consultants. These consultants would be specialists in (1) curriculum and instruction; (2) educational psychology; (3) communications; (4) group dynamics and sensitivity training;

and (5) sociology and social work. The Center Director would coordinate the activities of the staff consultants whose primary activities would be as follows:

1. Serve as consultants on call in their respective areas of specialization to school systems within their geographic areas of responsibility.
2. Organize and conduct special workshops and/or conferences for teachers and other staff personnel of school systems serving migrant children. (Stipend money would be available to encourage attendance and participation by school personnel outside of school hours.)
3. Supervise training and consult on the development of demonstration programs within the center.
4. Consult within area of specialization on the development of materials for teacher training as well as instructional materials for teaching migrant children.

In addition to the full-time staff consultants whose responsibilities are defined above, other consultants may be employed on a part-time basis. It is expected that the centers will be situated in close proximity to universities where nationally known individuals whose specialities include psychology, sociology, counseling, economics, reading, language, and other salient areas may be easily contacted.